

**UNDER EMBARGO UNTIL 00.01 ON THURSDAY 18 FEBRUARY 2016**



# PEEL: Police effectiveness 2015

An inspection of Leicestershire Police



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## Overview – How effective is the force at keeping people safe and reducing crime?

### Overall judgment<sup>1</sup>



Good

Overall, HMIC judges Leicestershire Police as good at keeping people safe and reducing crime. The force is committed to preventing crime and anti-social behaviour, investigations are of a good quality and the force works well at tackling serious and organised crime. However, in the important areas of protecting vulnerable people,<sup>2</sup> the force needs to improve. This is the first year HMIC has graded forces on their overall effectiveness so comparison of their year-on-year effectiveness is not possible.

### Summary

Overall, HMIC judges Leicestershire Police as good at keeping people safe and reducing crime. Leicestershire Police is committed to preventing crime and anti-social behaviour. The force has a strong approach to prevention which officers and staff understand well. The force's has a firm commitment to working with its partners, taking early action to prevent anti-social behaviour from happening in the first place and to prevent it from escalating.

The force generally carries out good quality investigations, which includes making sure victims are safe and keeping them informed about how their cases are progressing. The force works well to identify, investigate and bring to justice repeat and dangerous offenders. The force also has effective programmes in place to reduce re-offending.

The force has a good understanding of the threat posed by serious and organised crime. In this area the force has highly skilled, experienced staff and an excellent working relationship with the East Midlands Special Operations Unit (EMSOU), a regional crime unit represented by a number of East Midlands forces. This gives Leicestershire Police access to additional capability to disrupt the activity of organised crime groups.

The leadership has strong oversight of the force's ability to respond to national threats, such as terrorism, serious cyber-crime incidents and child sexual abuse. Its

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<sup>1</sup> Outstanding, Good, Requires improvement or Inadequate – see Annex A for definitions.

<sup>2</sup> A vulnerable person is someone who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

own arrangements for ensuring it can meet its national obligations in this regard such as planning, testing and exercising are good.

## **How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?**



**Good**

Leicestershire Police is good at preventing crime, anti-social behaviour and keeping people safe; this is consistent with the findings of HMIC's crime inspection in 2014. The reduction of crime and anti-social behaviour are explicit force priorities and are routinely translated into operational policing activity.

The force has a 'top-to-bottom' commitment to continue to maximise the benefits of joint working, and shares information effectively with partners at county, district and neighbourhood level. This makes the best use of joint resources to keep people safe, manage harmful offenders and support victims effectively.

The commitment to these priorities is reinforced through the new neighbourhood policing teams which are the lynchpin of the force's revised operating model. These teams work effectively with community safety partnerships in district and borough councils. The integration of the police and other public services in joint action groups has contributed to sustainable reductions in anti-social behaviour.

The force is making progress in its use of

## **How effective is the force at investigating crime and managing offenders?**



**Good**

Overall the force's capability to investigate crime and manage offenders is good. In HMIC's crime inspection in 2014 the force was also judged to be good in this area. The general standard of investigation, following the allocation of crime to officers, is good. Enquiries are detailed, completed promptly and supervision is thorough. This is especially so in relation to specialist investigative units where detectives are highly skilled, experienced and well-motivated.

However, there is still some room for improvement. We found delays in allocating crime for further investigation and keeping victims up-to-date with the progress of enquiries.

Productive working with partner organisations ensures that the force's management of registered sex offenders and other dangerous individuals is effective. We found a firm focus on helping people understand the causes of their offending, early interventions to support them and channelling individuals away from the criminal justice system.

Victim satisfaction with Leicestershire Police has been falling since March 2014; the force has recognised this is a

'evidence-based' policing, a new mapping and resourcing application that evaluates the impact of patrol in crime and anti-social behaviour hotspots. The force could make greater use of the database that the force shares with other partner organisations to evaluate the impact of joint working and learn from what works.

concern and is taking steps to better understand and address this issue.

The force should also review its arrangements for tracing suspects who are wanted for crimes they have committed.

### **How effective is the force at protecting from harm those who are vulnerable, and supporting victims?**



#### **Requires improvement**

Leicestershire Police generally provides a good service in identifying vulnerable people and responds well to them. It works well to provide more effective joined-up services with partner organisations with some excellent examples of innovative joint projects to support vulnerable victims. However, there are several areas where improvement is needed to ensure the service is consistent and vulnerable people are properly protected, particularly victims of domestic abuse and investigating online child sexual exploitation.

The force needs to improve its process for allocating investigations including on occasions those involving vulnerable victims, to ensure that investigative opportunities, and importantly

### **How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?**



#### **Good**

HMIC found that Leicestershire Police has a good understanding of the threat and risk posed by serious and organised crime. The force gathers, analyses and disseminates intelligence relating to this type of offending well.

There is evidence of effective joint working with other law enforcement agencies to disrupt activity and limit the impact of organised crime groups. We assess that the force co-ordinates and prioritises activity to tackle serious and organised crime effectively.

HMIC is satisfied that the force has the necessary arrangements in place to ensure that it can fulfil its commitment to the high level, national threats specified in *The Strategic Policing Requirement*.

This is the first year HMIC has graded forces on their effectiveness at tackling

opportunities to protect victims are not lost, putting at risk both the safety of the victim and the ability to bring the offender to justice.

The force is committed strongly to improving its services to protect vulnerable people but needs to review its understanding of the scale and nature of crimes against vulnerable people so that it can be sure that the services it has designed and implemented with partner agencies best meet their needs.

The force's management of missing children and services to the highest risk victims of domestic abuse have improved. However, the lack of capacity in the unit dealing with online child sexual exploitation is undermining its effectiveness.

serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

## Force in numbers



### Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

Leicestershire Police

England and Wales

**213**

**350**



### Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

Leicestershire Police

England and Wales

**56.1**

**63.0**

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

Leicestershire Police

England and Wales

**58.4**

**60.3**

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

Leicestershire Police

England and Wales

**-3.9%**

**+4.5%**

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

Leicestershire Police

England and Wales

**-25.0%**

**-12.6%**



### Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

Leicestershire Police

England and Wales

**15.1%**

**16.0%**





## Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

Leicestershire Police    England and Wales

**18.7**

**32.9**

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

Leicestershire Police    England and Wales

**23.0**

**36.2**



## Domestic abuse

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Leicestershire Police    England and Wales

**10.3%**

**10.0%**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

Leicestershire Police    England and Wales

**9.8%**

**8.5%**



## Organised crime groups

Organised crime groups per million population as at 30 June 2015

Leicestershire Police    England and Wales

**43.1**

**74.7**



## Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

Leicestershire Police    England and Wales

**81.8%**

**83.8%**



## Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Leicestershire Police are available from the HMIC website ([www.justiceinspectors.gov.uk/hmic/](http://www.justiceinspectors.gov.uk/hmic/)).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:<sup>3</sup>

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Leicestershire Police.

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<sup>3</sup> HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: [www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-leicestershire/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-leicestershire/)). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: [www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/](http://www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/)).

## **How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?**

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

## **How much crime and anti-social behaviour is there in Leicestershire?**

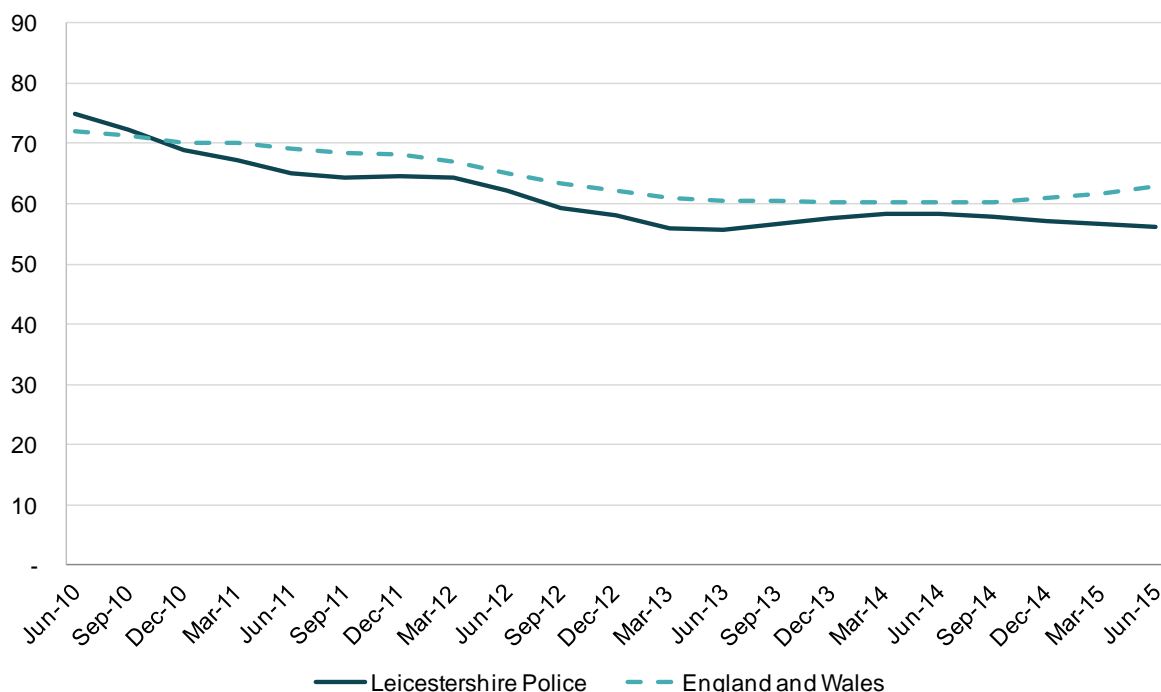
Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 25 percent in Leicestershire compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 21 percent in Leicestershire, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in Leicestershire decreased by 4 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

**Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015**



**Source: Home Office data**

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in Leicestershire (per 1,000 population) compared with England and Wales.

**Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015**

Rates per 1,000 population	Leicestershire Police	England and Wales
Recorded crime (excluding fraud)	56.1	63.0
Victim-based crime	51.5	56.0
Sexual offences	1.3	1.6
Assault with injury	4.4	6.3
Burglary in a dwelling*	9.9	8.4
Anti-social behaviour incidents*	18.7	32.9

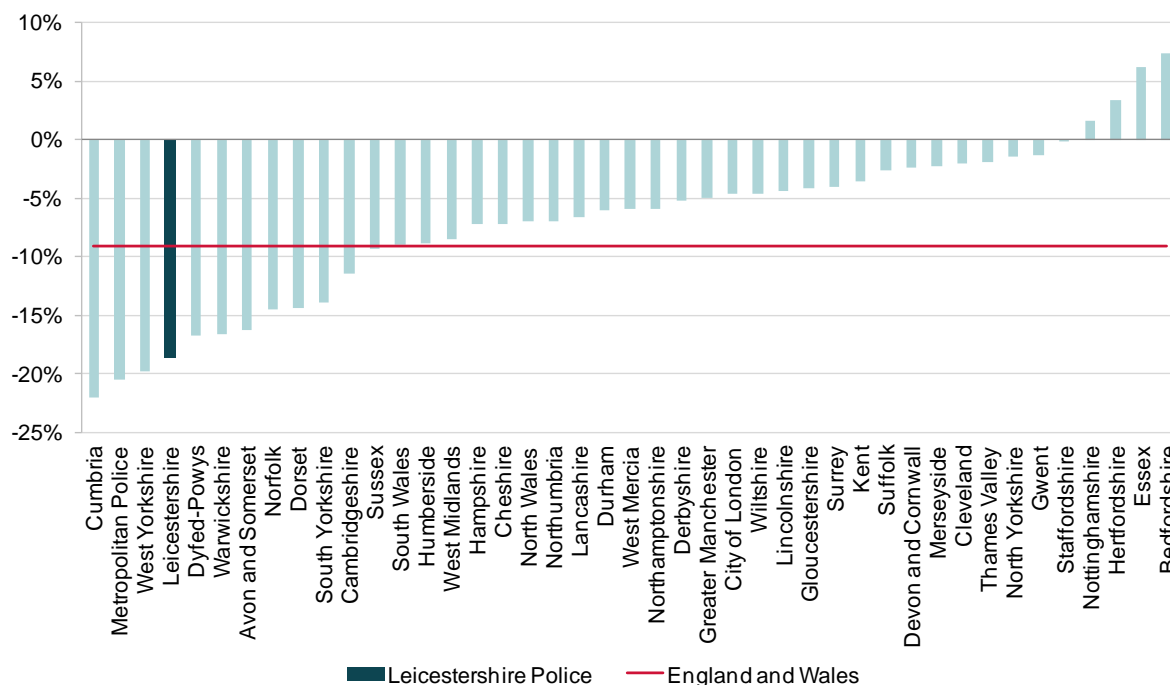
**Source: Home Office data, HMIC data return**

**\*Anti-social behaviour data is from the force’s data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

HMIC has chosen these types of crime to indicate offending levels in the force area. We are not judging the effectiveness of the force on police recorded crime rates only. In the 12 months to 30 June 2015, Leicestershire Police recorded 19,522 incidents of anti-social behaviour. This is 19 percent fewer incidents than the force recorded

during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

**Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014**



Source: HMIC data collection

## How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

### How well is the force prioritising the prevention of crime and anti-social behaviour?

Leicestershire Police demonstrates a strong commitment to preventing crime and anti-social behaviour and keeping communities safe. Preventing crime and reducing the impact of anti-social behaviour are clear priorities in the police and crime commissioner’s (PCC’s) police and crime plan. The force has focused the way it directs staff and resources towards these priorities. Senior police leaders work constructively with other organisations, to develop joint plans to tackle crime, anti-social behaviour and community concerns.

The force’s crime reduction strategy was introduced in 2014. It is linked to the police and crime plan and reinforces the commitment to ‘achieving sustainable reductions in reported crime and anti-social behaviour’. The force has been very successful in reducing the levels of recorded crime and anti-social behaviour across the county.

There is a strong culture within the force aimed at reducing demand. Officers and staff generally understand that this means reducing crime and anti-social behaviour, often by preventing it from happening in the first place. Neighbourhood policing area

(NPA) officers understand their role well. They are well-motivated and committed to preventing crime and anti-social behaviour within their communities.

**How well are resources allocated to prevent crime and anti-social behaviour?**

The force has made a strong and sustained investment in neighbourhood policing. The force has introduced a new policing model that ensures neighbourhood policing remains a priority. This enables NPA officers and staff to focus on resolving community concerns in partnership with other agencies. The force's commitment to neighbourhood policing includes an intention within its medium term financial plans to maintain a core force of 200 police community support officers (PCSOs).

Neighbourhood policing is at the heart of how Leicestershire Police keeps the public safe. Staff within NPA teams receive clear direction from the force about their role in finding long-term solutions to community concerns. They are only taken away from their neighbourhoods for other duties when there is a spike in crime trends in other localities, which happens rarely. This ensures their continued presence in neighbourhoods and allows them to focus on problem-solving. Neighbourhood officers feel valued and supported by the force and have received training on community engagement and effective problem-solving. Neighbourhood officers and staff have taken the opportunity to work closely with partner agencies to understand community issues and respond appropriately.

The force has aligned its neighbourhood policing resources with problem-solving activity, which is based principally on what is known about victims, offenders and problem locations. Problem-solving plans are based on crime and disorder trends, victimisation patterns and priorities identified as being important to local people.

The force uses a variety of methods to engage with communities, including beat surgeries and web chats. The force cross-references community responses through a dedicated IT system which analyses the effectiveness of public engagement. HMIC commends the rigour of this approach – cross-referencing policing priorities to crime data and local concerns ensures that resources can be directed to where they are most needed. In this context, HMIC was surprised to find that on occasions the professional judgment of NPA officers was overriding this methodology. We advise the force to reassure itself that it prioritises consistently neighbourhood policing activity in Leicestershire.

To boost preventative activity in neighbourhoods, the force has established an ambitious £1m programme with the PCC to recruit 1,000 volunteers. This will strengthen the special constabulary and the established cadet scheme.

**How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?**

The force uses a broad range of effective tactics to prevent crime and anti-social behaviour, and keep people safe. We found good examples including the use of anti-social behaviour powers and disruptive tactics. These include the designation of 'Tiger Territories' (locations which the force has identified as having a high demand

on its services) and problem-solving plans to reduce the impact of street drinking in Leicester city centre.

HMIC examined the extent to which the force is using an 'evidence-based' policing approach when tackling crime, and whether such tactics have been validated as being successful in specific situations. At a senior level, evidence-based policing is fully understood but this is not always the case for localised operations in neighbourhoods. The force works with many other agencies including partners such as the probation service, councils and Leicester City Football Club to provide initiatives that deter potential offenders away from a life of crime. The force's integrated offender management (IOM) scheme,<sup>4</sup> which tackles prolific criminals, is successfully channelling people away from lives of crime.

To evaluate the effectiveness of patrol activity, the force has introduced GPS mapping and resource software. This gives the force an excellent opportunity to monitor the effectiveness of high profile policing and its impact on crime trends. The system has been used effectively in relation to Tiger Territories but the analysis of localised policing activity in specific neighbourhoods is less well established. The force and local authorities share information using a common IT system which provides a good platform for developing problem-solving plans and identifying 'what works'. However, we found little or no evaluation at the conclusion of local operations and the force does not always take opportunities for the sharing of good practice.

## **How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?**

### **How committed is the force to working with partner organisations?**

The force has strong and very well developed relationships with a wide range of partners. These relationships feature consistently at both strategic and tactical levels to reduce crime and keep people safe. At a senior level, these arrangements include chief officer commitment to community safety partnerships, safeguarding and criminal justice boards. At a local level, joint action group (JAG) meetings bring communities together with the police, councils and other service providers to identify and address local problems. Productive links are being made between JAGs and the government's Troubled Families programme to manage enduring problems that have caused friction in communities.

The force has pioneered closer working relationships with health professionals. Mental health nurses work alongside police officers when the force is called to people suffering from mental health problems. This means that direct access to immediate and appropriate care is now available for these vulnerable people. This

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<sup>4</sup> IOM brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.



has also dramatically reduced the occasions that they are confined in police cells awaiting a psychiatric assessment.

A commitment to working with partners runs from top to bottom of the force, based on a conviction that the force's efforts to reduce crime and keep people safe are strengthened through partnership support.

### **How well does the force share and use information with partners to prevent crime and anti-social behaviour?**

The force shares information with partners effectively, to prevent crime and anti-social behaviour. The legal basis for these arrangements is established through crime and disorder legislation. Additionally, information-sharing agreements consolidate the effective exchange of information on a routine basis.

These arrangements operate effectively at different levels within the organisation. At force-wide level, the management of prolific offenders and the monitoring of dangerous criminals through multi-agency public protection arrangements (MAPPAs)<sup>5</sup> are both dependent on information sharing. Here direct access to shared databases ensures that up-to-date, personalised action plans involving support from a variety of agencies can be developed to support offenders and protect the public.

At a local level, information sharing also works well to support problem-solving plans in community safety partnerships and JAGs. However, some partners we spoke to raised concerns that the removal of police officers, who were their single points of contact for information sharing, has had an adverse effect. This has been a consequence of implementing the new policing model. The force should ensure that alternative arrangements still exist for the efficient exchange of information with partner organisations.

Some concerns were also voiced by representatives of external organisations that the shared database was not being used to its fullest capacity. In response to this concern, a spot check revealed that not all investigations of anti-social behaviour were being entered onto the system.

This potentially means that opportunities to secure support from other organisations who could add value are being overlooked; the force is advised to examine this further.

### **How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?**

The force has some very good partnership arrangements in place and continues to seek opportunities to work with other agencies. Often the force takes the lead in forging these alliances.

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<sup>5</sup> MAPPAs are arrangements in England and Wales for the 'responsible authorities' given the task of the management of registered sex offenders, violent and other types of sexual offenders, and offenders who pose a serious risk of harm to the public.

The force works with partner organisations on a number of levels. At a county level the force plays a role in programmes to manage prolific offenders and to support high-risk victims of domestic violence in multi-agency conferences.<sup>6</sup>

Beneath this, the principal mechanism for the delivery of partnership working is to be found in the community safety partnerships that operate in the district and borough council areas. These partnerships bring together local service providers and identify community safety priorities for each locality. A good example is the Safer Melton Partnership community safety plan that includes detailed action plans in support of local priorities. Leicestershire Police is actively involved in each partnership and this way of working serves the communities of Leicestershire and Rutland well.

Within the community safety partnership framework, JAGs and other local initiatives flourish at grassroots level to tackle localised problems. A good example is 'Braunstone Blues' where the force, Leicestershire Fire and Rescue and the East Midlands Ambulance Service NHS Trust have formed an alliance of blue light workers involving fire fighters, paramedics and police officers. Braunstone Blues provides home visits and gives practical advice on fire prevention, healthy living and personal safety. Their work is focused on areas that generate a high demand on public services and is aimed, in part, at reducing a dependence on public services.

A coherent approach to the reduction of crime and anti-social behaviour ranges from mature joint working at county level to well-organised community safety partnerships in local government areas to innovative initiatives in localised communities. We were encouraged by the outcomes – in the 12 months to 30 June 2015, Leicestershire Police recorded 19 percent fewer incidents of anti-social behaviour than in the preceding twelve months.

## Summary of findings



**Good**

Leicestershire Police is good at preventing crime, anti-social behaviour and keeping people safe; this is consistent with the findings of HMIC's crime inspection in 2014. The reduction of crime and anti-social behaviour are explicit force priorities and are routinely translated into operational policing activity.

The force has a 'top-to-bottom' commitment to continue to maximise the benefits of joint working, and shares information effectively with partners at county, district and neighbourhood level. This makes the best use of joint resources to keep people safe, manage harmful offenders and support victims effectively.

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<sup>6</sup> A multi-agency risk assessment conference is a forum where information about domestic abuse victims who are at risk of serious harm is shared with local partner agencies to ensure that comprehensive safeguarding measures are put in place.

The commitment to these priorities is reinforced through the new neighbourhood policing teams which are the lynchpin of the force's revised operating model. These teams work effectively with community safety partnerships in district and borough councils. The integration of the police and other public services in joint action groups has contributed to sustainable reductions in anti-social behaviour.

The force is making progress in its use of 'evidence-based' policing, a new mapping and resourcing application that evaluates the impact of patrol in crime and anti-social behaviour hotspots. The force could make greater use of the database that the force shares with other partner organisations to evaluate the impact of joint working and learn from what works.

## **How effective is the force at investigating crime and managing offenders?**

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately trained staff. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime, including the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

## **How well does the force bring offenders to justice?**

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. Leicestershire Police, however, has been providing the Home Office with full data since April 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

**Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)<sup>7 8 9</sup>**

Outcome type/group	Leicestershire Police Number of outcomes	Rate	England and Wales Number of outcomes	Rate
<b>Charged/Summoned</b>	<b>8,827</b>	<b>15.1</b>	<b>577,678</b>	<b>16.0</b>
<b>Taken into consideration</b>	<b>358</b>	<b>0.6</b>	<b>21,318</b>	<b>0.6</b>
<b>Out-of-court (formal)</b>	<b>1,801</b>	<b>3.1</b>	<b>165,384</b>	<b>4.6</b>
Caution - youths	381	0.7	19,703	0.5
Caution - adults	1,247	2.1	115,000	3.2
Penalty Notices for Disorder	173	0.3	30,681	0.8
<b>Out-of-court (informal)</b>	<b>2,168</b>	<b>3.7</b>	<b>159,915</b>	<b>4.4</b>
Cannabis/Khat warning	235	0.4	41,964	1.2
Community resolution	1,933	3.3	117,951	3.3

**Source: Home Office crime outcomes data**

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted, typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat<sup>10</sup> warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally based community resolutions are likely to be more prevalent than elsewhere. Leicestershire has one of the lowest rates for 'caution - adults', 'penalty notices for disorder' and 'cannabis/khat warning' of all forces in England and Wales. Leicestershire is one of only three forces in the country which have been asked to pilot an out-of-court disposal project.

<sup>7</sup> Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

<sup>8</sup> For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/445753/hosb0115.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf)

<sup>9</sup> Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

<sup>10</sup> A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant; the possession and supply of khat became a criminal offence in England and Wales in 2014.

## **How well does the force investigate crime and keep victims safe and informed?**

### **How well does the force initially investigate and allocate cases?**

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

Leicestershire Police understands fully that the early stages of an investigation are crucial in ensuring a professional service is provided to victims. However, the force's ability to manage the allocation and initial investigation of crimes is hampered, on occasions, by delays within its incident management unit (IMU). This unit is responsible for assessing reported crimes and allocating them to officers for investigation. HMIC found that delays in progressing some investigations are undermining the service the force provides to victims.

HMIC expressed concerns about these delays during the fieldwork for the 2015 efficiency and vulnerability inspection programme. We found during this inspection that problems still persist, which means that some victims receive a poor level of service. It is noteworthy that the force had already recognised this backlog as a critical threat at the time of inspection and had appointed a senior officer to implement new procedures to improve the management of cases within the system. HMIC will continue to monitor this area until an acceptable standard is reached and maintained.

The manner in which allegations of crime are allocated for investigation in Leicestershire is dependent on the nature of the offence committed. In general terms when investigation is required, the force allocates high-volume crime of a non-complex nature to the force investigations unit (FIU), and allocates more complex investigations or those involving vulnerable victims to specialist units.

In support of this procedure, force policy is clear which generally ensures consistent standards of investigations. The only exception to this is in the initial stage of an investigation when an arrest has been made at the scene of a crime. Arresting officers complete a 'handover package' of evidence which is not subject to as high a level of scrutiny as those cases where a suspect is outstanding; these are subject to an initial review by the IMU. HMIC spoke to both IMU staff and investigating officers who reported a less than consistent quality of investigations especially for more minor crimes.

The force does not have a co-ordinated response to ensure the timely arrest of those wanted by the police should they fail to appear at court, answer police bail or are recalled back to prison following early release. If concerted efforts are not made to

track down wanted offenders they could reoffend and this may place victims at unnecessary risk. The force should ensure that it prioritises and expedites activities against individuals who are wanted in a systematic and structured way.

### **How well does the force investigate different types of crime?**

After allocation, we found that the force investigates non-complex crime well. Officers have manageable workloads and the skills to respond effectively to the majority of investigations allocated to them. We found that some complex crimes are allocated to officers that are beyond their level of accreditation, skills and experience. However we are reassured that strong supervision and support from more experienced colleagues is on hand in these cases.

The most serious and complex crimes are investigated by highly trained and well-motivated detectives working within specialist units. The co-location of the complex crime investigation team, the serious sexual offences unit and the domestic abuse investigation unit allows skills and experiences to be shared. It also means that the force can tailor its investigative response especially if the investigation is multi-faceted. All officers within these units are accredited as detectives and participate in the force's detective career pathway programme, which supports their professional development. The force's specialist investigative units are structured in a way that brings resilience to the force's investigative capability and provides a professional service to victims.

We reviewed a number of crimes held within specialist units and found them to be of a good quality with effective investigation plans, regular updates to victims and effective supervision. We also found an appropriate and consistent use of forensic specialists to support the investigations.

### **How well does the force gather digital evidence?**

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCUs), carry out these examinations.

The force recognises the importance of being able to respond effectively to ensuring digital evidence in any criminal investigation is properly examined. It has trained a significant number of investigators to conduct basic examinations of mobile communications devices and computers. It is also in the process of training officers to investigate crime committed through the use of the internet and to respond to reports of cyber-crime.



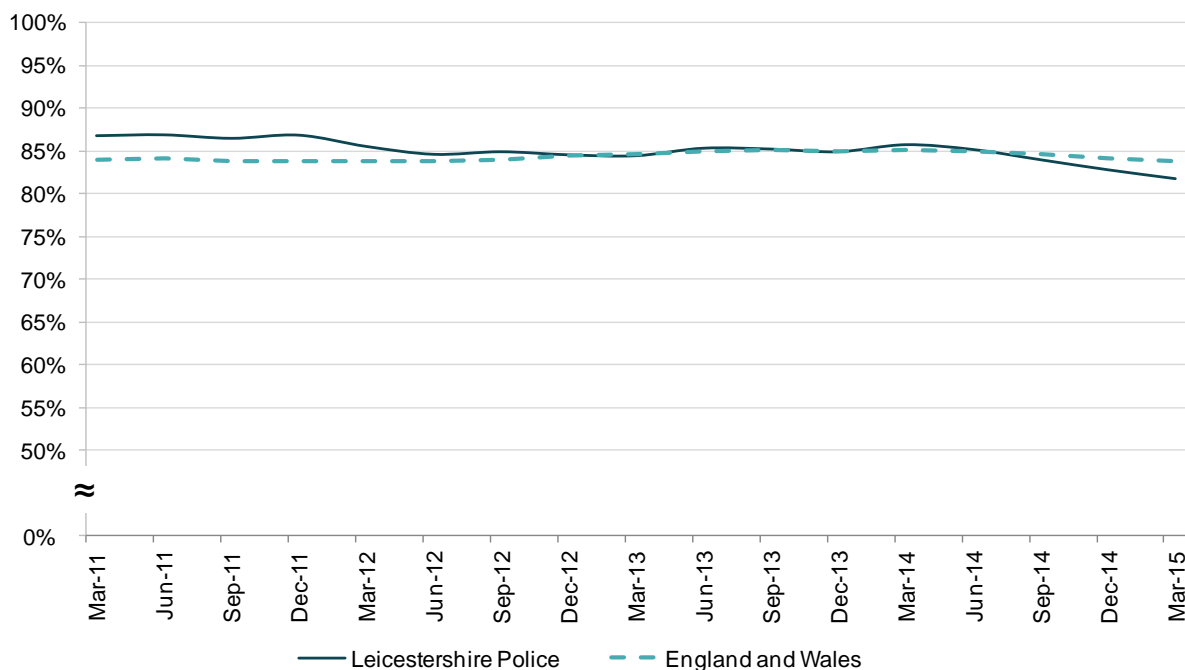
While the force's HTCUs provide a good quality service, as in many forces, long delays can occur before evidence is examined especially in non-priority offences.

The force recognises that the number of outstanding cases awaiting examination poses a risk and has made plans to train additional staff to cope with the growing demand.

### **How satisfied are victims of crime with the service provided by the force?**

Of those who have been the victim of a crime in Leicestershire in the 12 months to 31 March 2015, 81.8 percent were satisfied with their whole experience with the police. This is similar to the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in Leicestershire for the 12 months to 31 March 2015 is significantly lower than both the previous year's rate and the rate for the 12 months to 31 March 2011.

**Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015**



**Source: Home Office data provided by forces**

The force acknowledges the recent decline in satisfaction and the situation is being monitored closely by the chief officer team. The force believes that a number of factors are affecting performance here, including the introduction of its new operating model, changes to its initial crime allocation and investigation processes and teething problems associated with recording follow-up contact with victims since the introduction of a new crime reporting system. The force assesses that overall victim satisfaction is stabilising; it has established a 'Gold Group' to oversee this issue. This ensures that a chief officer regularly monitors and focuses on understanding the issue and improving overall satisfaction. The force also regularly focuses on satisfaction within its reporting to the Performance Development Group. Its own

monitoring data shows that public confidence has continued to grow and in the quarter ending September 2015 was at 86 percent.

## **How well does the force identify and manage offenders to prevent re-offending?**

### **How well does the force divert offenders away from crime?**

The force is to be commended for its innovative approach to tackling the cycle of offending. The force uses a smart tag system for the voluntary tagging of offenders. The wearing of smart tags is normally part of a mandatory requirement on offenders by the courts while they are awaiting trial. Most commonly tags are monitored to prevent individuals leaving their homes at times when they are most likely to offend (known as curfews). However, Leicestershire Police has found that its use of tags on a voluntary basis has a number of other benefits, such as:

- helping to improve behaviour for offenders who are sufficiently motivated to turn away from crime;
- avoiding the force having to deploy officers to check that curfews are being complied with;
- alerting the force if tagged individuals are showing signs of returning to crime; and
- avoiding constant disruption to offenders' families.

There is a firm focus on early engagement and rehabilitation as part of the force's Integrated Offender Management (IOM) programme. The IOM brings the force together with Leicestershire and Rutland Probation Trust, the Leicestershire Youth Offending Service, and drugs and alcohol treatment providers to consider the individual needs of prolific offenders or those who are risk of embarking on a criminal career. Within the IOM unit, an 'engAge' team has been set up to enable the cases of offenders within the 18-to-24 age range to be concluded in a manner other than them being required to attend court. Typically these include such measures as conditional cautions, which necessitate the offender's involvement in activities designed to help them rehabilitate as an alternative to prosecution. While relatively new, the force would benefit from expanding both internal and external publicity for this unit to maximise the number of referrals.

The force has a strong belief in the importance of early engagement, channelling offenders away from the criminal justice system and rehabilitation. From grassroots initiatives in JAGs and community safety partnerships through to highly specialist units, we found a firm commitment to help people rebuild their lives in addition to enforcing the law.

### **How well does the force deal with repeat offenders?**

The force has an effective system in place to manage those offenders most frequently coming to its notice. The offender is placed firmly at the centre of a multi-agency system which focuses on supporting them to break the cycle of offending. The force is piloting a new needs-assessment methodology. It is an offender-focussed tool that provides an easy-to-understand picture for individuals as to why their behaviour has led to offending. This methodology is at the heart of the IOM unit operation and is used to develop personalised action plans to help offenders break their offending lifestyle.

The force has a single referral process that enables police and other agencies to refer offenders into both IOM and MAPPA. The latter focuses on the needs of registered sex offenders and other individuals who potentially expose communities to harm. Streamlining the referral of individuals into the IOM and MAPPA is beneficial and gives more assurance to the force that the identification and management of these offenders is consistent.

Offenders managed in the IOM programme are generally among the county's most persistent and prolific offenders. However, the force is aware that the recognised best practice in the IOM programme potentially has benefits across the whole spectrum of offending. This includes lower levels of criminality in neighbourhoods. In recognition of this, the force has allocated 'link officers' who are trained in offender management to each neighbourhood policing area. Their role is to act as a conduit between the neighbourhood areas and the IOM unit. HMIC regards this as effective practice but it is noted that these link officer positions are not currently permanent.

### **How well does the force deal with sexual and other dangerous offenders?**

The force has effective systems in place to identify and manage dangerous and sexual offenders. Within the MAPPA arrangements, the force's public protection management team supervises all registered sexual offenders (Category 1), all violent offenders (Category 2) and all other dangerous offenders (Category 3) who may also pose a risk of serious harm and require active multi-agency management.

The force works in collaboration with other East Midlands forces and is the regional lead for risk assessment and risk management planning. Within that context, the force is also a pathfinder site for a government scheme, the active risk management system,<sup>11</sup> to assess the likelihood of sexual re-offending and to identify protective

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<sup>11</sup> *Sex Offender Management and Dynamic Risk: Pilot evaluation of the Active Risk Management System (ARMS)*, Ministry for Justice 2014. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/308159/sex-offender-management-and-dynamic-risk.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/308159/sex-offender-management-and-dynamic-risk.pdf)

measures to reduce the risks. It is also the lead force in the region for standards for the management of sexual offenders and violent offenders (MOSOVO)<sup>12</sup> and works closely with the College of Policing, which is responsible for national policy.

HMIC found high levels of experience and expertise within the public protection management team (PPMT). All of the team's detectives are trained to a nationally accredited level and have undertaken a number of specialist courses to equip them to deal with a diverse range of high-risk offenders. The PPMT investigates all occasions where registered sex offenders fail to comply with the conditions mandated by the courts. These include breaches of the day-to-day conditions of their notification regime, sexual harm prevention orders and sexual risk orders, all of which are designed to limit the harm they present in communities. The team also acts in a consultancy capacity in support of other investigative units in the force. Here their expertise is of valuable support to other officers less familiar with the nature of this type of investigation.

The management of dangerous and sex offenders is a strength for the force. It takes both a national and regional lead for best practice and its own resources offer resilience and expertise to limit the potential of harm to Leicestershire's communities.

## Summary of findings



Overall the force's capability to investigate crime and manage offenders is good. In HMIC's crime inspection in 2014 the force was also judged to be good in this area. The general standard of investigation, following the allocation of crime to officers, is good. Enquiries are detailed, completed promptly and supervision is thorough. This is especially so in relation to specialist investigative units where detectives are highly skilled, experienced and well-motivated.

However, there is still some room for improvement. We found delays in allocating crime for further investigation and keeping victims up-to-date with the progress of enquiries.

Productive working with partner organisations ensures that the force's management of registered sex offenders and other dangerous individuals is effective. We found a firm focus on helping people understand the causes of their offending, early interventions to support them and channelling individuals away from the criminal justice system.

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<sup>12</sup> MOSOVO: management of sexual offenders and violent offenders. The police have a shared responsibility for the management of sexual offenders and violent offenders when they are released from prison into the community in partnership with probation and prison staff and other agencies.

Victim satisfaction with Leicestershire Police has been falling since March 2014; the force has recognised this is a concern and is taking steps to better understand and address this issue.

The force should also review its arrangements for tracing suspects who are wanted for crimes they have committed.

**Areas for improvement**

- The force should introduce a clear process to ensure that it arrests swiftly those who are circulated as wanted on the police national computer, those who fail to appear on police bail and named suspects identified through forensic evidence.

## How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

This question was inspected between June and August 2015, and the full report was published in December 2015.<sup>13</sup> The following is a summary of the findings.

### Summary of findings



Requires improvement

Leicestershire Police generally provides a good service in identifying vulnerable people and responds well initially to meet the needs of victims who are vulnerable. However, there are important areas where improvement is needed to ensure the service is consistent and vulnerable people are properly protected, particularly in relation to some victims of domestic abuse and the investigating of online child sexual exploitation. We found that there are sometimes delays in conducting investigations which potentially places vulnerable victims at greater risk. Given the risk that these weaknesses pose to some of the most vulnerable people, HMIC judges that overall the force requires improvement.

Protecting vulnerable people from harm is a high priority for Leicestershire Police. It has invested in specialist teams and constructive partnership arrangements to improve the service it provides to vulnerable victims. It has also provided a progressive and ongoing training package to staff covering a wide range of vulnerability issues. However, more work is needed by the force to ensure that vulnerable victims get a consistent quality of service from the police to meet their needs. The force has strong and constructive relations with partner organisations, and is active in engaging with the diverse local communities and their representative groups. The force needs to improve its understanding of the scale and nature of crime against vulnerable people so that it can be sure that its services best meet their needs. It has recognised this gap and is conducting an assessment using a problem profile.<sup>14</sup>

The force is generally good at identifying and responding to those who are vulnerable, and properly assessing their risk at the first point of contact so that the most appropriate police response can be deployed. However, there are significant

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<sup>13</sup> *PEEL: Police effectiveness 2015 (Vulnerability) – Leicestershire Police*, HMIC, December 2015. Available from: [www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-leicestershire/](http://www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-leicestershire/).

<sup>14</sup> A problem profile is intended to provide the force greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

delays in the allocation of investigations, including those involving vulnerable victims. This means that investigative opportunities and, importantly, the provision of safeguards to protect victims may, on occasions, be lost, putting at risk both the safety of the victim and the ability to bring the offender to justice. The force also needs to ensure that officers consistently comply with the *Code of Practice for Victims of Crime*, so that victims always get the quality of service they have a right to expect.

The management of missing children has improved and the force has set up a dedicated missing person team. The service provided to the highest-risk victims of domestic abuse is good; however, the force is applying an enhanced risk assessment to those cases initially graded as high-risk which has led to a large number of cases being downgraded. This may either indicate that the initial assessments are incorrect or it may be an indicator that the force is downgrading cases in order to reduce demand on its specialist domestic abuse unit. Some officers and independent domestic violence advisors we spoke to were concerned about the downgrading of cases initially graded as high risk and we note that the force has one of the lowest proportions of high-risk cases in the country. The force needs to understand why it is downgrading so many high-risk cases to reassure itself that the assessment process is working correctly. While the service to highest-risk victims of domestic abuse is good, there are inconsistencies in the quality of safeguarding for other domestic abuse victims.

The force has put in place a team dedicated to dealing with investigations into child sexual exploitation which is staffed by detectives who are well trained and experienced. There is also a small team dedicated to tackling online child sexual exploitation; however, its lack of capacity to deal with the increasing workload is undermining its effectiveness. This inspection considered how well prepared the force is to tackle child sexual exploitation.



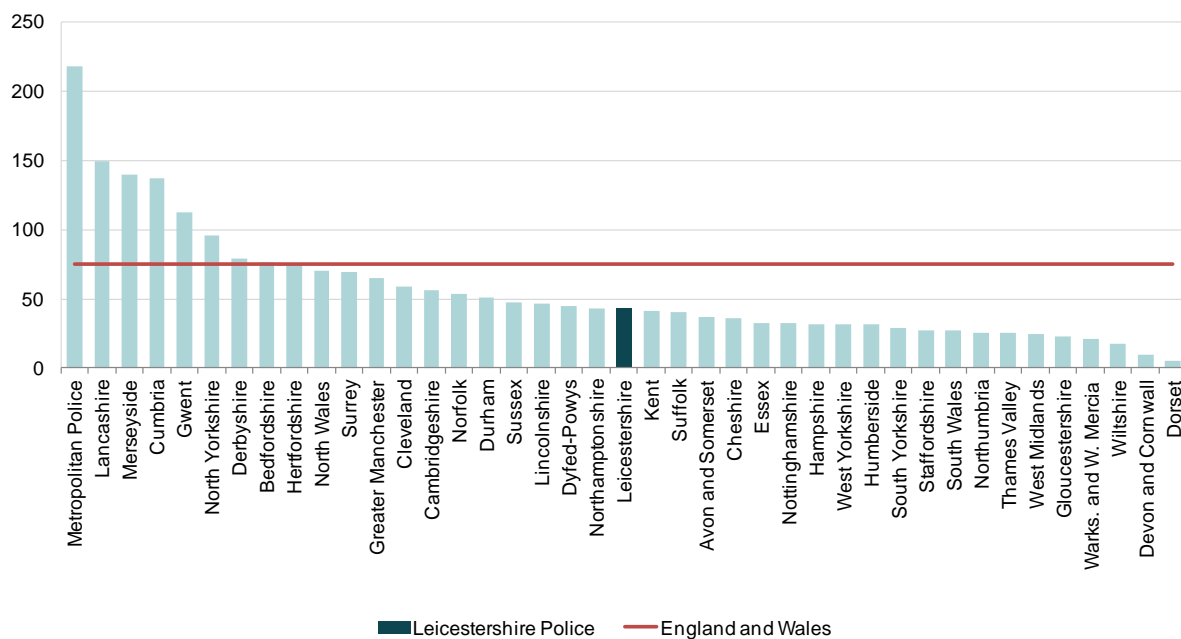
## **How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?**

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCUs), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, Leicestershire Police was actively disrupting, investigating or monitoring 45 organised crime groups (OCGs). This represents 43 OCGs per one million of the population.

**Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015<sup>15 16</sup>**



**Source: HMIC data collection**

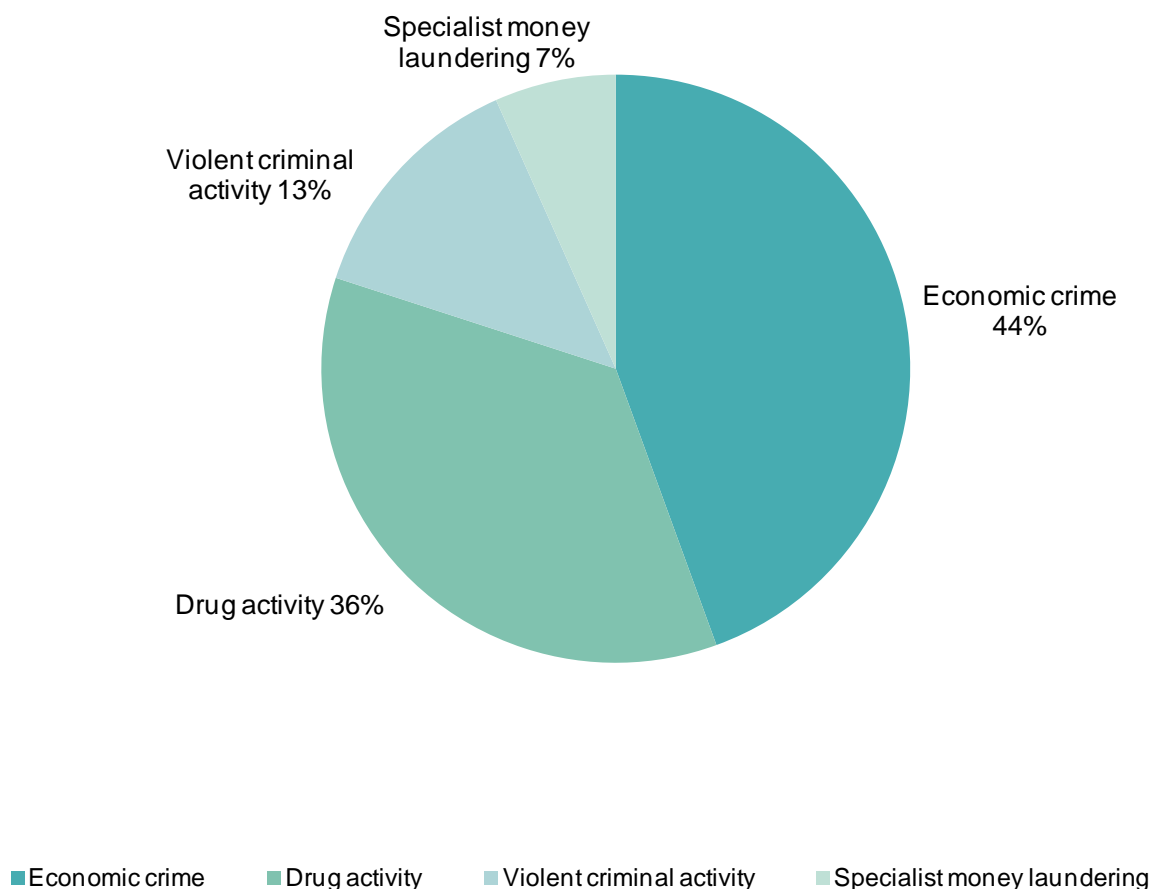
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Economic crime' was the predominant crime type (44 percent) of the OCGs managed by Leicestershire Police as at 30 June 2015. 'Drug activity' was the most common predominant crime type recorded by all forces in England and Wales,<sup>17</sup> with 64 percent of all OCGs classified in this way.

<sup>15</sup> City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

<sup>16</sup> The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

<sup>17</sup> The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

**Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015<sup>18</sup>**



**Source: HMIC data collection**

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.<sup>19</sup> These include terrorism, serious cyber-crime incidents and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

<sup>18</sup> Figures may not sum to 100 percent, due to rounding.

<sup>19</sup> *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policin\\_g\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policin_g_Requirement.pdf)

## **How well does the force understand the threat and risk posed by serious and organised crime?**

HMIC found that Leicestershire Police has a good understanding of the threat and risk posed by serious and organised crime. The force has carried out a strategic threat assessment which encompasses serious and organised crime, and this is updated every six months. It has also produced a serious and organised crime local profile in accordance with Home Office guidance.<sup>20</sup>

The force gathers, analyses and disseminates intelligence relating to serious and organised crime effectively. The force has strengthened its intelligence-gathering capabilities, including allocating an intelligence officer in its control room to provide a fast-time capability to gather and disseminate intelligence. The force organises its intelligence handling capability by allocating staff to specific priority areas. To reinforce its commitment to this area, the force has dedicated staff to manage intelligence relating to organised crime and foreign national offenders.

Neighbourhood officers are provided with information about the organised crime groups that operate in their local area. Expectations are also clear about how they can contribute to intelligence-gathering. HMIC found that this awareness was less pronounced among emergency response officers in PRT teams.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Most forces carry out OCG mapping independently and despite the use of standard software and methods, this has led to inconsistency with significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness.

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<sup>20</sup> *Serious and Organised Crime Local Profiles*, HM Government, November 2014. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/371602/Serious\\_and\\_Organised\\_Crime\\_local\\_profiles.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf)

For these reasons, HMIC has recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.<sup>21</sup>

Encouragingly, Leicestershire is one of five forces within the East Midlands that already gathers and submits intelligence to the East Midlands Special Operations Unit which assumes responsibility for its OCG mapping. This affords a good degree of consistency, enhanced intelligence sharing, and a better understanding of the threats across the region. However, although the mapping process is carried out thoroughly by the regional team, it is sometimes unnecessarily lengthy. Force-level OCG investigations would be better informed by the mapping process if it were completed more quickly.

Leicestershire Police's activities to target, disrupt and deter OCGs are generally good, however, we did find a small number of occasions when more could have been done to maintain an up-to-date picture of the threat posed. In one case there had been no intelligence entered on force systems about organised crime group members for two years, despite them being part of an OCG considered to be active. A failure to collect intelligence proactively can lead to an imperfect understanding of threat and risk and expose communities to potential harm.

The force identifies OCGs well and is enhancing its ability to spot signs of potential organised criminal activity at the earliest possible stage. For example, the force is taking steps to give frontline officers and staff an improved awareness of modern-day slavery and human trafficking offences. Some training has already been provided.

## **How effectively does the force respond to serious and organised crime?**

The force effectively co-ordinates and prioritises activity aimed at tackling serious and organised crime. It has a strong relationship with EMSOU and established escalation processes, which allow the force to draw upon regional resources if the scale or specialist nature of the response required exceeds its own capability. The force also has its own specialist capacity to target organised crime groups using the force's so-called 'targeting team'. The force's new centralised structure in place for its management and oversight of organised crime groups should allow for a more timely allocation of resources to serious and organised crime. This will help to minimise the risk of serious or violent criminality materialising.

We found evidence of the force and its law enforcement partners using disruption tactics effectively to limit the impact of organised crime. We also found regular oversight and scrutiny of organised crime group investigations, with clear objectives set at an appropriate senior level. In line with national best practice, the force

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<sup>21</sup> *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf)

allocates lead responsible officers (LROs) to take charge of disruption tactics for individual OCGs. The force has recently assigned the LRO function to its intelligence bureau. This has both advantages and disadvantages, but the force should ensure that responsibility for tackling organised crime groups does not become the preserve of specialist detectives.

Leicestershire Police has had a significant impact on a number of organised crime groups with which it has dealt in the last twelve months. It has recently begun to measure the impact of its activity on OCGs by using a national disruption model. The model enables a retrospective review against criteria which reflects the extent to which an OCG's activity has been disrupted by a law enforcement intervention. HMIC found clear evidence of learning from experience and an understanding of which tactics have proved most effective. If the force can continue to develop its ability to assess the effectiveness of its activity, this will help it to sustain its impact on serious and organised crime in the longer term.

## **How effectively is the force working with partners to prevent serious and organised crime?**

Leicestershire Police has a number of initiatives in place that are aimed at preventing serious and organised crime. We found good examples of engagement with schools and other positive partnership projects. The force uses effectively integrated offender management as a method of deterring re-offending among organised crime group members.

The force has used Serious Crime Prevention Orders (SCPOs)<sup>22</sup> on two occasions. These orders impose various conditions on individuals, for example, by limiting who they can associate with, restricting their travel or obliging them to report their financial affairs to the police. This is encouraging as they are not used routinely in England and Wales and assessing the impact of a broad range of tactics is advisable.

The force communicates well with the public about serious and organised crime, a good example of this being preventative messages to safeguard individuals and businesses against cyber-crime and fraud. It also publicises some of its successes in the local press, which reassures Leicestershire's communities of the force's commitment to confront this type of offending.

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<sup>22</sup> An SCPO is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police. Available from:

[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/415969/Fact\\_sheet\\_-\\_SCPOs\\_-\\_Act.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf)

## **How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?**

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

HMIC is satisfied that Leicestershire Police has the necessary arrangements in place to fulfil its contribution to the Strategic Policing Requirement (SPR). Forces in the East Midlands region take individual responsibility for each of the threats specified in the SPR. Governance arrangements are good, chief officers are assigned to each of the threats and report on the region's progress and state of readiness to counter them.

Leicestershire Police also participates in collaborative arrangements to provide certain functions in conjunction with four other forces. The arrangements bring together the functions in the East Midlands Operational Support Services (EMOpSS), which assume responsibility for tasks such as the policing of motorways and collision investigations. The framework is a tried and tested mechanism to boost resilience in the region and is an assured means to deploy a large number of specialist officers. It is relied on routinely for the policing of major events such as football matches. Through EMOpSS the force carries out regular exercises to test its ability to meet its commitments under the SPR.



## Summary of findings



**Good**

HMIC found that Leicestershire Police has a good understanding of the threat and risk posed by serious and organised crime. The force gathers, analyses and disseminates intelligence relating to this type of offending well.

There is evidence of effective joint working with other law enforcement agencies to disrupt activity and limit the impact of organised crime groups. We assess that the force co-ordinates and prioritises activity to tackle serious and organised crime effectively.

HMIC is satisfied that the force has the necessary arrangements in place to ensure that it can fulfil its commitment to the high level, national threats specified in the Strategic Policing Review.

This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

## Annex A – HMIC judgments

### Our judgments

The judgment categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the force requires improvement, and/or there are some weaknesses; or
- the effectiveness of the force is inadequate because it is considerably lower than is expected.